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DEVELOPMENT AND IMPLEMENTATION  
OF A STATE-WIDE LOCALIZED PUBLIC SERVICE CAMPAIGN  
FOR THE KANSAS ARMY NATIONAL GUARD

A CASE STUDY

BY

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## INTRODUCTION

The American armed forces are in the advertising business. With the all-volunteer army concept having replaced military conscription, each branch finds itself competing to attract a limited pool of men and women. To get its share of those individuals, the Army's advertising budget in 1979 is approximately \$137 million, the Navy will spend \$94 million, the Air Force \$68 million and the National Guard \$5 million.<sup>1</sup> All of the armed services branches, with the exception of the National Guard, spend their funds on radio and television advertising, display advertising in magazines and newspapers, and administrative expenses. The Guard spends its funds on the same programs as the other services, with the exception that it does not purchase advertising time in the electronic media.

In 1976, Congress lifted a long-standing ban it had imposed on the purchase of broadcasting advertising by the military establishment. All of the services, with the exception of the National Guard, immediately began purchasing time. The National Guard, feeling the effects of dropping enlistments but with limited advertising funds, reaffirmed its traditional procedures in seeking increased public service

exposure from the media.

The Guard, just as the other military agencies, has an advertising budget. It is, however, only a fraction of what the Army is spending on acquisition of new members. Because of the limited amount, the Guard has been unable to engage in a competitive national advertising campaign. To counter this situation, each state has been actively urged to conduct its own public service advertising plan, utilizing a military unit specially trained in radio and television techniques. Each state has a public affairs detachment which is authorized to have radio, television and print specialists and the equipment associated with each profession.

Kansas, which in the last several years has experienced a severe decline in National Guard membership, began an extensive public service campaign in 1977 which is exclusively coordinated by its public affairs detachment during week-end assemblies.<sup>2</sup>

This paper will explore the distinctive features of the Kansas broadcast media public service campaign. Of the fifty-three National Guard organizations, (located in the fifty states plus Puerto Rico, the Virgin Islands and the District of Columbia) only fourteen are currently conducting an organized broadcast media campaign utilizing original material.<sup>3</sup> Kansas is one of the fourteen. Of those fourteen, Kansas alone conducts this project without the aid of a full-time staff position to coordinate details during the week. The

Kansas public affairs detachment also lacks adequate equipment and production facilities. Such limited resources would have been adequate reason for those in charge of the Kansas campaign to follow, the more traditional National Guard approach of merely distributing the national public service material in the easiest possibly way. Instead, the decision was made to try to get still greater exposure of Guard messages than the traditional approach offered.

An analysis of the needs of Kansas broadcasters, the production of community oriented material, distinctive packaging, and systematic mailing of new announcements, resulted in more public service exposure than that obtained by a mid-western state which followed the traditional Guard approach.

## FOOTNOTES, INTRODUCTION

<sup>1</sup>Source: National Guard Bureau, Office of Information briefing presented at 1979 National Guard Bureau Management Conference, Albuquerque, New Mexico, February 1979.

<sup>2</sup>Each National Guardsman is obligated to train sixteen hours a month, usually during one weekend, eight hours on Saturday, eight hours on Sunday.

<sup>3</sup>States conducting campaigns, as identified by the W.B. Doner advertising agency in December 1978, include: Illinois, California, Nebraska, Iowa, Oklahoma, Texas, Arizona, Ohio, Alabama, Mississippi, Massachusetts, Hawaii, Wisconsin and Kansas.

## CHAPTER I

### REPORT OF THE LITERATURE

Few studies have been conducted to develop a so-called "cook book" approach to conducting a public service advertising campaign on radio, and in particular, National Guard public service announcements. Most investigators have dealt with message content and audience responses with certain specialized messages. There are five studies, however, which did concern themselves with what broadcasters preferred for public service material. Those studies together provide insight on how to more effectively engage in a public service campaign. Those five studies are explained below, with the oldest discussed first.

#### Hanneman Study

Gerhard Hanneman, in 1971, did a content analysis of anti-drug abuse appeals telecast during the last two weeks of December of that year.<sup>1</sup> He found that most of those appeals (90 percent) occurred during times of lower audience attendance (other than prime time), suggesting an inverse relation between commercial time cost and the number of

anti-drug abuse PSAs telecast. In a public service campaign, Hanneman concluded that media exposure is uncertain when the sponsoring organization is dependent entirely upon free public service exposure.

#### National Public Relations Council Study

In 1973, the National Public Relations council conducted a study ascertaining the treatment accorded television PSAs produced by health-related organizations. The survey was sent to 180 public service directors at the network affiliates in the sixty largest cities in the country. The organization found that many stations rejected as many as 50 percent of the PSAs they received from national organizations. On the average, according to the results of the survey, 25 percent of all PSA materials were never aired. More than half the stations indicated they broadcast more local than national material and would broadcast even more if it were available.<sup>2</sup>

#### W.B. Doner & Company Study

The National Guard's advertising - what there is of it - is handled by the W.B. Doner & Company advertising agency. In 1973, the agency sent a questionnaire to 517 radio broadcasters and 500 television broadcasters to develop an

understanding of broadcaster attitudes toward public service advertising, and in particular, toward the National Guard.<sup>3</sup> Secondary objectives of the study were to: identify audio/visual material which was most compatible with television and radio broadcast systems; identify who was responsible for determining which public service messages to run; and to identify the primary factors which had the greatest influence on whether or not the public service message will be run.

The survey revealed that broadcasters in 1973 believed strongly that the military, in general, should pay for advertising exposure; however, that attitude was less severe toward the reserve components. Of the respondents, 71 percent said the active military should pay for time and 47 percent said the reserve components should pay for time. When asked who should not pay for time, 27 percent said the active military should not have to pay for time and 41 percent said the reserve components seeking free time should not have to pay for that time.

A reason cited by broadcasters for refusing to air the spots was that they knew the military purchased outdoor advertising, newspaper space, magazine space and broadcast time. Organizations favored by radio and television broadcasters in 1973 included: the American Cancer Society, the National Clearinghouse for Drug Abuse Information, and Action.

The Doner study cited two important factors in determining which public service messages were selected and run: 1) whether or not the message would affect many people in the coverage area and 2) whether the message was timely or not. Other factors frequently mentioned were the level of public interest in the topic, and whether or not the messages were devoted to social betterment. Of the broadcasters responding to a question concerning non-production factors which they considered in deciding to run public service messages, 21 percent said that local appeal and orientation were the prime considerations in message selection. This was the highest percentage for any message selection factor. All other factors were mentioned less than 10 percent of the time.

The Doner study found that the responsibility for determining which public service messages to run was not consistently given to one person on a station's staff. The persons most frequently mentioned were station managers and program directors. The study also found that among radio broadcasters, 79 percent of the stations preferred scripts, 56 percent wanted reel-to-reel tape, 24 percent tape cartridges, and 19 percent preferred records.<sup>4</sup>

The major finding of the Doner study was that in 1973 broadcasters believed strongly that the military should pay for advertising exposure, but that that attitude was significantly less prevalent toward the reserve components. Of particular interest to the present study was the emphasis broadcasters

placed on the localized public service message and how it affected the audience in that particular coverage area.

### Goodstadt and Kronitz Study

In 1977, Michael Goodstadt and Reena Kronitz studied an eight-week public service radio campaign in Canada dealing with drugs and alcohol.<sup>5</sup> A questionnaire sent to participating stations revealed what station personnel were looking for in public service announcements.

They found that station managers and program directors were the main decision makers in deciding which announcements were given public service exposure. Some respondents indicated they never turn down public service requests, while others said they never or rarely donate time to public service organizations who have money for other expenses (including newspaper advertising).

The study found almost all the station's representatives commenting on the large number of requests they received daily for public service time. Because of the immense amount of paper that crossed the desks of the decision-makers, the authors stated that effective marketing techniques should not involve adding undistinguishable sheets of paper to an existing mound. Their experiences with the study supported that statement because a number of stations, when initially contacted, could not recall having received the campaign material.

A number of alternatives were suggested. Mention was made of the importance of something that catches the eye such as colored paper or an unusual label on the tape box. Some stations emphasized the importance of personalized communication, including letters addressed to the individual by name as opposed to "Program Director." The study suggested that delivery of the material by a member of the sponsoring organization would be beneficial. Not all of the responding radio stations supported that conclusion. A number of stations felt that a personal visit would be unnecessarily time-consuming, and that a telephone call would serve as well. All preferred "local" over "national" public service material.

The study did produce one other interesting result. In the original radio campaign, the messages were produced both for Top 40 and Middle of the Road formats. The sound of the message reflected both formats. Both types were sent to the stations with no attempt being made to direct them to choose the appropriate format for the different target audiences. The authors had expected the stations to make their selections on the basis of their own target audiences, the time of day the announcements were to be aired, etc. Of the thirty-seven stations which provided information regarding which spots were played, twenty-eight (76 percent) played all the spots. No attempt was made by these stations to select spots on any ground of suitability; all played the spots in rotation. Only nine stations selected particular announcements to be aired.

William Toran's Study

One of the latest studies of what radio broadcasters will accept for public service material and in what form they will accept it is in William Toran's "Guideposts for Radio PSAs."<sup>6</sup> Toran surveyed the nation's broadcasters and extracted information pertaining to types of announcements accepted by broadcasters, who the gate-keepers are in each station, formats preferred, quality desired, tips for organizations seeking time, and common complaints concerning submitted materials.

Toran found the "points of entry" for PSAs in particular stations may be through the general manager, program director, public service director or the traffic director. Of the 144 stations in his study that marked a response, sixty-one (42 percent) said that the PSAs should be sent to the program director. Forty-one (28 percent) named the public service director, and nineteen (13 percent) chose the general manager.

Typically, after the announcements are in the hands of station personnel, decisions are made concerning whether or not that particular station will air the spots. Toran found that in 40 percent of his sampled stations, the program director determined what is aired. The stop-go person was said by 27 percent to be the public service director.

Toran found that more than 40 percent of respondents were unable to use 70 percent of the spots they received. Some of the reasons cited for rejection of announcements centered around quality, such as releases which looked like newspaper stories and were not considered suitable for radio. Slightly more than 50 percent rejected PSAs for that reason. A number of respondents emphasized the need for creativity in improving the quality of spots.

Toran also found that many stations value the contacts they have with local organizations in the delivery of PSAs and in the production of the spots at the radio stations. The president of a station in Kentucky said, "If possible, use local organizations to bring the PSA to the station: Red Cross chairman, Boy Scout Master, etc." An Ohio manager suggested organizations should work more closely with stations, saying many organizations don't seem to care if their PSAs are used or not. "If they don't follow up on the mailings, why should we take the time to treat them seriously?"<sup>7</sup>

Toran found considerable variation in preferred formats. About 40 percent preferred scripts and tape, and about one-third checked disc. By far the most popular tape format was reel-to-reel, which was checked by nine out of ten respondents. Twenty-five stations checked cartridge as opposed to the 126 who wanted reel-to-reel. Three stations wanted audio cassettes. Several stations, however, objected strongly to announcements on cassette.

Summary

From the foregoing studies, several important considerations became apparent in regard to getting public service material accepted by radio broadcasters. All concluded that public service organizations must find out the needs of the broadcasters from whom they are going to solicit time. From this standpoint, the available studies provide valuable information to organizations seeking PSA exposure.

The literature, however, does not provide information specifically pertaining to the National Guard situation of today. Just a few years ago the Guard was cast with the Army in being denied public service exposure by a majority of broadcasters. The 1973 Doner survey attempted to discover broadcaster reactions to giving the Guard public service time, but that study was conducted during the period when the military services were not allowed to purchase broadcast time, yet were buying space in the print media. The situation currently is different. The military, with the exception of the Guard, is buying time in the electronic media. Attitudes toward the Guard have changed, yet the literature does not reflect that change.

## FOOTNOTES, CHAPTER I

<sup>1</sup>Gerhard J. Hanneman, William J. McEwen and Sharon A. Coyne, "Public Service Advertising on Television," Journal of Broadcasting, Vol. 17 (Fall 1973) p. 387-388.

<sup>2</sup>National Public Relations Council, "Outstanding TV Spots for 1973," Channels, 26, No 5 (November 1, 1973) p.1-2.

<sup>3</sup>W.B. Doner & Company, "Attitudes of Broadcasters Toward Public Service Advertising," a paper from the W.B. Doner Company prepared for the National Guard Bureau, Washington D.C., (November 1973).

<sup>4</sup>The percentages exceed 100 percent due to multiple responses in the questionnaire.

<sup>5</sup>Michael Goodstadt and Reena Kronitz, "Public Service Radio Development and Evolution of a Campaign," Journal of Drug Education, Vol. 7, No 2 (1977).

<sup>6</sup>William Toran, "Guideposts for Radio PSAs," paper presented to Public Relations Division, Association of Education in Journalism Annual Convention, (August 1977).

<sup>7</sup>Ibid, p.27.

## CHAPTER II

### DEVELOPMENT AND IMPLEMENTATION

This paper will follow the development and implementation, chronologically, of the Kansas Army National Guard's radio public service campaign which began in August, 1977. A survey taken after the campaign was more than a year old helped determine the average number of airings of Guard PSAs. Those results were then compared with a survey taken of Wisconsin broadcasters who had received radio material during that same period of time from the Wisconsin Army National Guard. At that time, the Wisconsin Army Guard was distributing national public service announcements in a manner advocated by the National Guard Bureau if a state did not have a production program of its own.

This researcher, who was instrumental in the development of the Kansas campaign, determined the needs of Kansas radio broadcasters in regard to public service material, and extensively modified the national approach to PSA distribution and production. The results, which are applicable to any organization seeking public service exposure, are compared to a campaign not so responsive to the needs of local broadcasters.

## Research

### Background

Prior to the end of the military draft there was no necessity for an advertising program by the National Guard to inform and recruit men and women. The draft, or rather the avoidance of the draft by draft-eligible men, kept state military organizations at their authorized strength levels during the years of our Vietnam military involvement.

Before 1971, the only broadcast media exposure for any of the military services was through the use of donated radio and television public service time. Prior to the abolition of the draft in 1972, the Guard's national policy-makers were not concerned with any type of concerted media advertising. Among the reasons were a lack of funds and a sense of false security in the full-strength status which Guard units were enjoying at that time.

### Definition of Public Service Announcements

Historically, the nation's broadcasters have allocated a portion of their broadcast day for public service programming. The short public service announcement, has, since World War II, been a major vehicle for this particular type of programming.<sup>1</sup> The Federal Communications Commission defines a public service announcement as:

...any announcement (including network) for which no charge is made and which promotes programs, activities, or services of federal, state or local governments (e.g., recruiting, sales of bonds, etc) or the programs, activities or services of non-profit organizations (e.g., UGF, Red Cross blood donations, etc.), and other announcements regarded as serving community interests, excluding time signals, routine weather announcements and promotional announcements.<sup>2</sup>

The Federal Communications commission is empowered to license individuals and corporations to operate a broadcast station. A license is granted with the stipulation that it be operated in the public interest, and the public service announcement can be used to help satisfy this request.<sup>3</sup>

#### In the Public Interest

The Federal Radio Commission, which preceeded the FCC, defined what it meant by the "public interest":

Broadcasting stations are licensed to service the public, and not for the purpose of furthering the private or selfish standards of individuals or groups of individuals. The standard of public interest, convenience or necessity means nothing if it does not mean this.<sup>4</sup>

The government's intent to ensure that the public is served by local broadcasters was amplified by the FCC's 1960 Programming Statement. In it, the broadcast regulatory agency emphasized that in fulfillment of his obligation, the broadcaster should consider the tastes, needs and desires of

the public he is licensed to serve when developing his programming. He should exercise conscientious efforts not only to ascertain them but also to carry them out as well as he reasonably can.<sup>5</sup>

Until recently, the broadcast license renewal form only asked the applicant how many PSAs he aired in an average week during the three years of the previous license period, and how many PSAs the broadcaster intended to air per week in the next three years. The FCC license renewal form was changed recently in regard to PSAs. Now the commission is interested in the number of PSAs to be aired between 8 a.m. - 11 p.m. during a typical week. Additionally the applicant notifies the Commission of the number which he expects will be primarily designed to promote programs, activities or services of organizational units located in the service area, and the number he expects to air for organizations outside the service area. The broadcaster is also asked the number which he expects will either not fall readily into either category or a combination of both.<sup>6</sup>

#### The Military and Paid Advertising

The recent FCC PSA guidelines serve to underscore the FCC's long-standing commitment to encourage the airing of PSAs. The military services relied heavily on PSAs to promote increased enlistment in the armed forces until the

early 1970s. As stated earlier, prior to 1971 the only broadcast exposure by any of the military services was through the use of donated radio and television public service time.

In 1971, the all-volunteer army concept was instituted, with the impending elimination of the Selective Service draft. The Army needed recruits because of reductions in the draft and spent \$10.6 million on an experimental prime-time television and radio advertising campaign. The response was so positive that the Army asked for more money for advertising.

In the midst of that advertising campaign, U.S. Representative Lionel VanDeerlin announced plans for the introduction of legislation that would prohibit government agencies at all levels - federal, state and local - from purchasing radio and television time. In remarks delivered on the House floor, VanDeerlin said he found "considerable irony" in the Army advertising strategy. "Federal policy assumes that the airwaves belong to the public, but here the public is getting socked more than \$10 million to enable a public agency to use the airwaves."<sup>7</sup>

Led by Representative F. Edward Hebert, Chairman of the House Armed Services Committee, Congress refused to permit military mediamen to pay for any more broadcast media time.<sup>8</sup> In light of the congressional ban, Army Secretary Robert F. Froehlke in September 1977 sent a letter to the three television networks asking for a five-to-ten-fold increase in the amount of public service time the Army had been receiving.<sup>9</sup>

Broadcaster's Reaction to the  
Paid Advertising Ban

Reactions from the broadcasters to the paid advertising ban were negative. Military forces were, in effect, expecting free advertising from the broadcast media and at the same time were purchasing space in the print media. Locally, Mr. Kay Melia, president of the Kansas Association of Broadcasters and manager of KLOE-AM-TV in Goodland, Kansas, wrote in the October, 1972 KAB newsletter:

Thumb through most any magazine or newspaper these days and there are only one or two subjects that are covered to a greater extent than cigarettes. One of them is paid advertising urging recruiting into the armed forces...

I would suppose that everybody who reads this publication accepts public service announcements for one or more of the branches of the armed forces. I urge you to stop this nonsense until such time as this practice is stopped.<sup>10</sup>

National Guard Policy

For the National Guard, anti-military feelings like those quoted above created serious problems. During that turbulent period of time when the active military forces were purchasing media time, the National Guard adhered to a policy which did not permit it to purchase a single minute of broadcast advertising. The policy of the National Guard Bureau, which controls all federal monies which go to the state military organizations, was that public service time

was the best route to follow, and that their budget simply was not large enough to allow any paid broadcast advertising.

In defending the Bureau for not purchasing advertising time, the W.B. Doner & Company advertising agency, which represented the National Guard, stated that public service status was an advantage to the National Guard in broadcast media advertising. It placed the National Guard somewhat on a par with all military organizations which had much larger budgets. With limited funding available, this position released limited funds for use in other media and promotion channels. Finally, it allowed the National Guard to exploit its position as a local community organization under the leadership of local citizens - an identity highly conducive to public service cooperation from the broadcast media.<sup>11</sup> The 1973 Doner survey to determine the attitudes of individual broadcast organizations toward the giving of free time to the National Guard had concluded that local organizations were more apt to receive public service attention than national organizations.

In 1976, Congress acted to lift its ban on military advertising in the broadcast media. It did so in the hope of improving the effectiveness of the total media recruiting efforts of the military. That lifting of purchasing restrictions, however, did not affect the Guard Bureau policy in regard to electronic media time purchases.

## Guard Advertising in Other States

The advertising policies of the Guard at the National level have been directed toward the production of "national" material which can be somewhat modified to reflect each state's Guard organization. Limited budgeting and the absence of an adequate media distribution organization prevented the Bureau from engaging in a systematic "state-by-state" campaign.

As was stated earlier, the advertising agency and the Bureau had been urging states to become involved in the electronic media by setting up a vehicle for distribution of national material, with the eventual goal of producing state-oriented National Guard announcements. In late 1978, fourteen states were identified by the W.B. Doner field representatives as having some form of an organized radio announcement program with regular distribution. The term "organized radio announcement program with regular distribution" means that the states had means to record and distribute public service announcements oriented toward that state. Those fourteen states which had some form of organized campaign included Illinois, California, Nebraska, Iowa, Oklahoma, Texas, Arizona, Ohio, Alabama, Mississippi, Massachusetts, Hawaii, Wisconsin and Kansas.

Interviews conducted by this writer with state public affairs personnel in all of the above-mentioned states (excluding Kansas) revealed that only ten states were actually

involved in the production of their own public service announcements. The other three states had had, at one time, a program whereby material was recorded by their organization and sent to the stations. Administrative changes and equipment problems brought their programs to a standstill.

The states which did have active programs had a number of common features: 1) distribution of radio material was state-wide, 2) messages were reflective of their states and were mentioned by name, and 3) contacts were made with the electronic media (either by personal visit or by phone) to determine if they would consent to having the Guard's PSA material sent to their stations for airing.

Oklahoma appeared to have the most active program with material produced on a monthly basis and localized for the community and type of Guard unit in that community. The Oklahoma program, however, differs from the Kansas campaign in that Oklahoma does have a full-time staff person to oversee the program and has complete recording facilities located in its armory. California, only recently, has begun a program of regionalization (not community localization) of its PSAs. That too is conducted with full-time personnel. The other states (excluding Oklahoma and Kansas) generally produce material reflective only of the state in general. Only by special request from units in the field did these states further orient their PSAs to be reflective of the community. The latter practice was the exception rather than the rule in

the contacted states. Only in Kansas and Oklahoma was localization of PSAs a regular practice.

Of importance is the fact that there has been limited documentation of results of any of the campaigns conducted by the states. When asked about documented results, the states said they had scattered verbal feedback from units across the state. Generally no attempt had been made to get verification from the stations themselves as to the approximate usage of the Guard PSAs.

One state - Wisconsin - prior to the initiation of the Kansas campaign, had sent a survey to its broadcasters in an attempt to determine attitudes toward the Wisconsin Guard. The Wisconsin survey was based on a similar attitudinal study conducted in 1973 by the W.B. Doner advertising agency. The public service material distributed to the media in Wisconsin was produced by that state's public affairs detachment with distribution coordinated by the full-time state public affairs office.

Of the Wisconsin stations sent questionnaires, 48 percent responded. One difference between the Wisconsin mailing and the Doner survey was that the Wisconsin survey was identified as coming from the Wisconsin Guard and the Doner survey was disguised so that its military origin was unknown. The Wisconsin Guard did ask stations about the number of PSAs from the Guard that they had aired during the year. The results reported were that only 52 percent of the fifty-three radio

stations responding aired, on the average, more than one PSA per week for the Wisconsin Guard.<sup>12</sup> That means that just under half of the responding stations aired fewer than one spot per week on the average. A more complete comparison between the results of the Wisconsin and Kansas campaign will be found in Chapter I.

### Guard Advertising in Kansas

Prior to August 1977, the Kansas Army National Guard did not engage in any organized, long-term, broadcast media campaign to increase enlistment into its organization, with the following exceptions. In February, 1973, special pre-recorded, localized (to include the name of the community) public service announcements were produced by the state's 105th Public Information Detachment and distributed in a single mailing to approximately thirty radio stations. There were no personal visits made to any of the receiving radio stations. All contacts were conducted over the telephone and material was sent to stations which said they would be willing to air the Guard announcements. The PSAs were produced for a special month-long recruiting drive. The results of the mailings were not documented, but the Adjutant General of Kansas felt the radio announcements were a contributing factor to a successful recruiting effort.<sup>13</sup> At the state level, the only other pre-campaign mailing of public service announcements occurred

during November, 1976, when the Detachment produced two sets of PSAs. They were made by special request from two units in the state. Again, the results of those two mailings were not reported to the producing organization.

Both the 1973 single mailings and the 1976 single mailings were pre-recorded announcements which were specially localized for the particular units in their community. If a community had an infantry unit, the announcements extolled the excitement of that particular branch of service. Special tapes were made for infantry, artillery, engineers, aviation and maintenance units across the state. The technique of localization was adopted for the 1973 and 1976 mailings because of this writer's personal experiences as a program director and public service director for a small market commercial radio station. As was stated earlier, there was no feedback from radio stations as to whether or not the specially-recorded, localized public service announcements were ever utilized. Therefore this writer, the producer of the spots, was unable to determine if localization of material enhanced its chances for airing.

During 1976 and 1977, the manpower level of the Kansas Army National Guard continued a steady drop. Administrators of the Kansas organization were beginning to realize that a concerted advertising effort through the electronic media was necessary to help bolster the sagging numbers. The Kansas Army National Guard had dropped to 65 percent of authorized strength, whereas during the Vietnam era, Kansas enjoyed 100 percent enlistment.

Numerous conferences were held in early 1977 between the Commander of the 105th Public Information Detachment, this writer (who was the detachment's Radio-TV Officer), and the state's Recruiting and Retention Manager concerning a fully-organized public service announcement campaign. Their input, plus that supplied by the W.B. Doner agency, finally convinced the state organization to engage in a consistent electronic media campaign for the Kansas Army National Guard. A plan of action was developed and the first mailing of pre-recorded tapes and scripts was made in August, 1977.

### Planning the Campaign

The realization that more exposure had to be secured through the electronic media began to surface during the summer of 1976. Kansas Guard officials concerned with current manpower levels looked to one of their organic Guard units for assistance, the 105th Public Information Detachment.

### Research

This writer persuaded the state Recruiting and Retention Manager to fund a visit by this writer with representatives of the National Guard's Advertising Support Center in Edgewood, Maryland. The purpose of the visit was to receive an overview of the advertising policies and practices with which

the national organization was involved. Arrangements were also made to visit with representatives of the W.B. Doner & Company advertising agency which was handling the Guard Account. Prior to that visit there had been no contact with the advertising agency and this writer.

At Edgewood, this writer was made aware of the Guard's Five Year Advertising Plan,<sup>14</sup> and the agency's programs related to the production of radio and television Guard public service announcements. Emphasis was placed by the agency on the importance of constant exposure across the state, through the broadcast media, of the name and concept of the Kansas National Guard. The agency felt that the continued exposure would aid in creating a climate favorable for the recruiting effort. The advertising agency presented suggestions concerning the content of public service material for two kinds of audiences. For the "non-prior-service" individual it was felt that the themes of technical training, money earned from the "best part-time job in America," and the adventure aspect of the Guard should be stressed. The individual who had already served in some military capacity, on the other hand, was thought to be interested in money, retirement and insurance as well as adventure and excitement.<sup>15</sup>

This researcher felt at the time of the Edgewood visit that the 105th Public Information Detachment could probably produce a weekly program for distribution to Kansas radio stations. Without any research into manpower and time

requirements, the author felt that it was possible for the unit to produce both a weekly program and monthly public service announcements. The Doner agency recommendation was for a program which offered a service to the radio listeners, for example, "What's Happening in Kansas This Week," a show listing statewide activities for the weekend traveler. To add credibility to the program, it could have been produced by the Kansas National Guard in cooperation with the Kansas Department of Economic Development. The concept was later abandoned because of the large amount of time needed for production and research. Any weekly program would have to be produced during the one weekend training assembly held each month.

Discussions were held concerning distribution of radio and television material. The Doner representatives suggested material should be given to stations every month. The announcements did not necessarily have to be newly-produced. Older previously-distributed material would be acceptable to the station's public service directors, according to the Doner people. Reasons given for this practice included the desire of PSA directors for a new rotation of material every thirty days. As long as there was a different sound or message every month, the public would not readily tire of it. The agency felt that by visiting the stations every month with material, the Guard was constantly reminding them of its presence.

## Agency Advertising Handbook

At Edgewood, this researcher was given a copy of the National Guard Bureau national advertising policy. The policy statement stressed the importance of public service material in the Guard's campaign, and emphasized placement of PSAs at the local level. The policy said "An aggressive statewide public service placement campaign can reap substantial benefits."<sup>16</sup>

Additionally, a special "National Guard Advertising and Retention Handbook" was previewed during the visit. One section of the publication dealt with how to get more exposure from the Guard's recruiting materials, which included radio PSAs. It was written for a local Guard commander to aid in effective distribution of PSA material. The definition of a public service announcement was given, along with tips on how to contact media people. The handbook said that in most cases, media people will support the Guard if the contact person discusses with them the needs of the Guard and then asks for help. Personal contact was recommended as being the most effective way to ask for public service time.

Several techniques for achieving better results were suggested. The first was that local units should plan campaigns with plenty of time for stations to work the PSAs into their logs. The second was to wear civilian clothes because that appearance established the citizen-soldier status.

Finally, the contact person was advised to carry a brief presentation containing fact sheets and advertising samples about the Guard.

Suggestions were given on how to ask radio station production personnel to prepare radio spot "tags" (a tag is a local announcement added to an already-prepared message, usually containing a local name and address). This technique was given with the assumption that the contact person was either delivering scripts prepared by the local unit, or the national organization; or that the contact person was delivering pre-recorded tapes, again produced by the national organization. The contact person was told, in the advertising handbook, to type out "tag" copy for the announcer to use, such as:

Call Sergeant Bob Rucker at 828-4327;  
that's 828-4327

or

Call Sergeant Bob Rucker  
332nd Medical Detachment  
at 828-4327. That's 828-4327.<sup>17</sup>

Note that the above tags are the only attempt in the entire handbook to localize the national material for radio. While the thrust of the booklet was on how to get more exposure for all types of national recruiting materials, only two paragraphs out of three pages dealt specifically with radio spot production. It should also be noted that the Handbook advised state personnel to get local broadcasters to record the local tags onto the national spots. This suggestion places

an extra work burden on the local broadcaster who is already providing free broadcast time.

Agency Field Representative Visit,  
April , 1977

During April, 1977, Mark Dull, then the W.B. Doner Company's field representative for the area including Kansas, visited with this writer concerning the state's involvement in media advertising. The field representative concept was then new to the Guard's advertising program. The representative's sole purpose was to help the local states aim advertising activities at recruiting and retention by identifying resources within each state, which could organize and carry out a comprehensive advertising program.

Mark Dull discussed the types of support Kansas could receive from the Doner agency and a recruiting plan which he was developing for the state. In his proposal to the state's Adjutant General, the 105th Public Affairs Detachment would be the focal point for the distribution of both radio and television public service material produced at the national level for Kansas broadcasters. The announcements would be sent to the unit by the Advertising Support Center in Edgewood, Maryland. The Kansas Guard unit would, in turn, provide distribution to each individual station.

The recruiting plan Dull was working on was intended to provide the foundation for an upcoming intensified national recruiting campaign entitled "Get Your Guard Up!." Specific information concerning the campaign was not available during that particular 1977 visit with the agency representative, but enough was known to suggest to this researcher that visiting the broadcast stations in Kansas would probably be helpful to amass support for the campaign. The agency was convinced personal visits to each station would provide the Kansas Guard with enough stations airing the public service announcements to make the material available to all listeners across the state. That attitude was not shared by this writer in light of past experience as a working broadcaster during the period of time when the military was denied public service exposure because of their purchasing practices in the print media. It was felt, however, that personal visits were necessary for the new "Get Your Guard Up!" campaign, but little success was anticipated.

#### Independent Research on Broadcaster Attitudes

Before beginning any visitation, several studies were secured concerning broadcaster attitudes toward public service material and in particular toward military PSAs. The Doner agency provided a copy of its 1973 study on attitudes of broadcasters toward public service advertising and in particular

toward the Guard. The findings, discussed in Chapter I, provided information pertaining to format, localization and responsibility for selecting PSA material. They also showed broadcasters believed strongly that the military in general should pay for advertising exposure. That attitude was significantly less prevalent toward the reserve components. Despite the change in attitude toward the reserve components, the figures cited (71 percent said the active military should pay for time and 57 percent said the reserve components should pay for time) did not indicate a particularly favorable climate for soliciting of free time from the radio broadcasters. But the study had been done in 1973.

The Toran study "Guideposts for Radio Psa" was secured during this same period of time. As has been discussed in Chapter I, the study surveyed radio broadcasters nationally and was able to extract information concerning PSAs and radio programming. Two conclusions were reached by this writer after studying Toran's paper. The first was the need for continuing, consistent localization of the announcements. The second was that the "format" of the spot (tapes or scripts) should be what the stations wanted.

In May, 1977, a conversation was held with Leland Estes, an advertising executive with N.W. Ayer, the advertising agency handling the Army account.<sup>18</sup> He was asked if the Ayer agency had, in recent years, conducted any studies on the attitudes of the broadcast media toward the giving of free public service

time to the Army. He said they had not, adding that any feedback they have is from their field representatives across the country.

N.W. Ayer's position was that despite the fact the Army was then purchasing time in the major markets and was asking for free time from the small stations, their requests for free time were not being turned down. In 1971 the broadcast industry on the whole was extremely irritated at the Army because it was buying time but asking for even more public service time. Estes said that recently the individual stations had realized that, due to budget constraints, it was impossible for the Army to buy all the time it wanted at the local level. Those broadcasters, therefore, did not reduce the amount of Army PSAs on the local level.

The Ayer executive explained that his agency had developed a program whereby the Army's PSAs were compatible with their commercial announcements. They were also distributing informational/entertainment packages which contained public service material for the Army. The station could air an entertainment program and get credit for the public service time contained within that program.

By 1977, the decision had been made at the state level that a personal visit to the electronic media in Kansas was essential if Kansas was to become involved in a statewide advertising effort. Two other matters were attended to before the actual visits took place. First it was necessary

to gather supportive material, in the event it was necessary to explain to broadcasters why the Kansas Guard was entitled to public service time. Second, contact was made with the Kansas Association of Broadcasters in order to identify that organization's official position regarding National Guard public service time.

In defense of the Guard's public service position, a copy of a letter written by then National Association of Broadcasters president Vincent T. Wasilewski to Albert Salter (the Executive Vice President of the W.B. Doner Company) was secured. The letter, written October 10, 1973, said:

As you know, NAB and its members feel very strongly about the discriminatory policies in recruitment advertising of the Armed services. Under Congressional direction, the Army, Navy and Air Force purchase recruitment advertising in all of the media but are prevented from doing so in radio and television.

...because of the discriminatory policies, broadcasters and some broadcasting organizations are less than enthusiastic about carrying Armed Services material.

It appears that the situation with regard to the National Guard is different...

In view of the Guard's different situation and orientation, NAB will continue to urge broadcasting stations to offer their cooperation in assisting the Guard in its recruitment efforts in their communities.<sup>19</sup>

With the apparent public service support of the National Association of Broadcasters, this writer contacted Jesse Prisock, the executive secretary of the Kansas Association of Broadcasters, in May, 1977.<sup>20</sup> After explaining to him the

intentions of the Kansas Guard to embark on a state-wide ongoing media campaign utilizing public service announcements, he was asked what the official policy of the KAB was in regard to Kansas National Guard public service announcements. He indicated the official policy of the KAB was not to encourage PSAs for the military, and that the Guard was included in that category. He suggested contact with Don O'Malley, the then current president of the association, about gaining official KAB support for the Guard. The letter from the NAB president, quoted above, was unknown to the Kansas broadcast organization prior to that particular phone conversation.

The visits to the radio broadcasters were scheduled for two periods of time during the summer of 1977. The first was from June 20 through June 27 and the second from July 25 through August 5, 1977.

The period of time from November 1976 through May 1977 was spent gathering information which contributed to this writer's perception of how the public service campaign should be constructed and implemented. Prior to traveling to the Advertising Support Center in 1976, the state's recruiting office and the 105th Public Information Detachment had determined that some form of media exposure was needed. A weekly radio program was considered but was determined later to be too time consuming for the Guard detachment to produce during weekend training assemblies.

Visits with the W.B. Doner advertising agency solidified the concept of systematic production and distribution of short public service announcements. The agency stressed that distribution needed to be on a regular basis. New material did not have to be produced every month because they felt that older, previously - distributed material would be acceptable to the station's public service director.

Research had provided this writer with information pertaining to general attitudes of broadcasters toward the Guard. If the Guard in Kansas were to undertake a broadcast public service campaign, it was felt by this writer that broadcasters in the state probably wanted material localized for their areas, and in the format (tapes or scripts) desired by the station. Research had also shown that specific information on the desires and needs of individual Kansas broadcasters was going to be an essential adjunct to the general guidelines already formulated. Thus, a series of broadcasters visits were conducted during the summer of 1977 as a part of the Kansas Army National Guard's campaign.

#### Personal Visits to Kansas Broadcasters

Twenty days were spent during the summer of 1977 personally visiting or telephoning the radio and television broadcasters of Kansas in an attempt to secure a commitment from them to air, on a continuing basis, public service material provided by

the Kansas Army National Guard. It was felt by this researcher that the Kansas Guard could conduct an effective campaign with both the radio and television broadcasters in the state. One-time radio PSAs had already been tried in 1973 and 1976.

National public service television materials had also been distributed to the recruiting offices in the states on 16mm film. These spots had been designed so that television stations could superimpose a local address and telephone number over the last five seconds of film. It was felt then that utilization of this technique could provide a degree of localization for the filmed material, through not the total localization being contemplated for radio.

A looseleaf notebook was secured to hold the records of each contact with the Kansas broadcasters. The purpose of the book was to keep a written record of what each station public service director wanted and then to refer to that information in the production of the recorded announcements or in the scripts. Only in this way could true localization be accomplished.

A check list, based on information gathered in the preceeding months, was constructed. (Figure 1.) It contained the following:

1. Station contacted.
2. Date of initial contact.
3. Person in charge of station PSAs.
4. Will or will not accept Guard PSAs.
5. Reason for not accepting.
6. Types of PSAs preferred (local, general etc).
7. Lengths preferred: 10,20,30,60 seconds.

STATION: \_\_\_\_\_ DATE OF INITIAL  
CONTACT \_\_\_\_\_

ADDRESS: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

PERSON IN CHARGE OF PSAs \_\_\_\_\_

WILL ACCEPT PSAs \_\_\_\_\_ WILL NOT ACCEPT PSAs \_\_\_\_\_  
REASON \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

TYPES OF PSAs PREFERRED (local, general etc) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

LENGTHS PREFERRED: 10\_\_ 20\_\_ 30\_\_ 60\_\_ other \_\_\_\_\_

FORMAT: 16mm film\_\_ 2" Quad\_\_ 1" IVC\_\_ 3/4"\_\_ Slides\_\_  
Script\_\_ 1/2" reel\_\_ Cart\_\_ Other \_\_\_\_\_

HOW OFTEN SHOULD NEW PSAs BE SENT TO THE STATION:

Every month\_\_ 2 months\_\_ 3 months\_\_ 6 months\_\_ year\_\_  
Other \_\_\_\_\_

ESTIMATED NUMBER OF PLAYS THAT A PSA MIGHT RECEIVE IN A MONTH

30s \_\_\_\_\_ 60s \_\_\_\_\_

WILL STATION PROVIDE A WRITTEN RECORD OF NUMBER OF PLAYS PER MONTH:

Yes\_\_ No\_\_

INSTRUCTION FOR GETTING "PLAY" INFORMATION FROM STATION:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Fig. 1. Check list used in Kansas station interviews.

8. Format: (TV) 16mm film, 2" Quad, 1" IVC, 3/4" cassette.  
(Radio)Script,  $\frac{1}{4}$ " reel, cart, other.
9. How often should new PSAs be sent to the station?
10. Estimated number of plays that a PSA might receive in a month.
11. Will station provide a written record of number of airing per month?
12. Instructions for getting "airing" information from station.

A second sheet was constructed which contained information pertaining to the actual public service announcements sent to each station. (Figure 2.) It was hoped this information would be useful in analyzing what each station had received and in assuring that they received the number and frequency of spots desired.

The contacted stations were listed in the 1977 Kansas Association of Broadcasters Directory. A data sheet was prepared for each station listed in that directory; however, not all stations were contacted. Travel restrictions, studio production time during the twenty day period, and office paperwork prevented personal contact with all stations. Telephone calls were placed to twenty-two stations. Twenty-five stations in Kansas were not reached; of that number, ten stations were college or university facilities which were not operational during those summer months.

Of the sixty-three radio stations contacted, fifty-seven said they would be willing to air public service announcements for the Kansas National Guard. The remaining six stations declined to offer assistance because of station policies which



excluded military organizations from receiving public service time. In all cases, this researcher explained to the public service director the unique nature of the Kansas National Guard, and that it was the only military organization which was not allowed to purchase electronic media time. The community service aspect of the Guard was emphasized. The NAB letter to the Doner agency was also pointed out. At all six "refusing" stations, these reasons were not accepted by the gatekeeper in charge of airing public service material.

#### Questions Asked Broadcasters

When asked what types of public service announcements were wanted, thirty-eight (66.7 percent) of the broadcasters said they wanted material localized to reflect the community's local Guard unit. Regionalized spots were requested by four (7 percent) and eleven (19.3 percent) did not indicate a preference. Four stations gave answers which did not fit into any known category. Answers given were in the range of "unusual twists" or "different types."

Type	Number	Percentage
Localized	38	66.7%
Regionalized	4	7.0%
No Preference	11	19.3%
Other	4	7.0%
Total	57	100.0%

Fig. 3. Types of PSAs preferred by radio broadcasters willing to air public service announcements for the Kansas National Guard.

Of the twelve Kansas television stations contacted during the visitation period, eleven said they would air announcements for the Kansas National Guard. Localized TV PSAs were preferred by seven (63.6 percent) of the stations and four (36.4 percent) of the stations asked for both local and general-Kansas type announcements. The reason given for the more generalized material was the greater coverage area of the station.

Type	Number	Percentage
Localized	7	63.6%
Local and Kansas	4	36.4%
Total	11	100.0%

Fig. 4. Types of PSAs preferred by TV broadcasters willing to air public service announcements for the Kansas National Guard.

The thirty-second announcement was requested by twenty-six (45.6 percent) of the radio public service directors and three directors (5.3 percent) wanted only sixty-second material. Both thirty-second and sixty-second PSAs were requested by nineteen (33.3 percent). A combination of twenty-second and thirty-second PSAs were listed by five (8.8 percent) and other lengths were asked for by four (7 percent) of the visited stations.

<u>Length</u>	<u>Number</u>	<u>Percentage</u>
30 second only	26	45.6%
60 second only	3	5.3%
30 and 60 second	19	33.3%
20 and 30 second	5	8.8%
Other	4	7.0%
Total	57	100.0%

Fig. 5. Length of PSA preferred by Kansas radio broadcasters.

Only one television broadcaster said he wanted thirty-second - only announcements. Seven preferred both thirty and sixty-second spots, two wanted ten, twenty, thirty and sixty-second announcements and one station indicated a need for ten, thirty and sixty-second PSAs.

<u>Length</u>	<u>Number</u>	<u>Percentage</u>
30 second only	1	9.0%
30 and 60 second	7	63.7%
10,30 and 60 second	2	9.0%
10,20,30 and 60 second	1	18.3%
Total	11	100.0%

Fig. 6. Length of PSA preferred by Kansas TV broadcasters.

The majority of radio stations, thirty-one (54.4 percent), said they wanted the material in a pre-recorded reel-to-reel format. Scripts were requested by nine (15.8 percent) of the public service directors and sixteen (28 percent) wanted both tapes and scripts sent to them. One station had no preference.

Format	Number	Percentage
Reel-to-reel tape only	31	54.4%
Scripts only	9	15.8%
Both scripts and tapes	16	28.0%
No preference	1	1.8%
Total	57	100.0%

Fig. 7. Preference of format by Kansas radio broadcasters.

The above figures represent a reversal of the findings in the 1973 Doner study. The agency survey found that regardless of market size or classification, among radio broadcasters there was an overwhelming preference for scripts instead of reel-to-reel tape. Scripts were preferred by 79 percent of the stations, reel-to-reel tapes wanted by 56 percent of the stations. Other categories listed were tape cartridge, 24 percent and disc, 19 percent. The percentages listed in the study exceeded 100 percent due to multiple responses.<sup>21</sup> There is no explanation as to why Kansas broadcasters in 1977 preferred reel-to-reel tape over the findings of the Doner study of 1973 which indicated scripts were preferred by the majority of public service gate keepers.

The Kansas television stations listed two types of formats for the public service announcements. 16mm film only, was preferred by five stations (45 percent), both 16mm film and 2" high band quad tape was requested by five stations (45 percent) and one station wanted both 16mm film and 3/4" videocassette tape.

Format	Number	Percentage
16mm film only	5	45.0%
16mm film and 2" quad tape	5	45.0%
16mm film and 3/4" cassette tape	1	10.0%

Fig. 8. Preference of format by Kansas television broadcasters.

As to the question of how often stations wanted to receive PSAs, thirty-three (57.9 percent) wanted the announcements sent to their stations every month. Distribution every two months to the radio stations was requested by twelve (21.1 percent), five (8.7 percent) every three months, and the remaining seven (12.3 percent) stations indicated time spans from forty-five days to one a year.

Frequency	Number	Percentage
Every month	33	57.9%
Every 2 months	12	21.1%
Every 3 months	5	8.7%
Other	7	12.3%
Total	57	100.0%

Fig. 9. Frequency of mailings of PSAs requested by Kansas radio broadcasters.

The mailings to the television stations were not as frequent as to the radio stations. Distribution on a monthly basis was requested by three (27.3 percent), two (18.3 percent) wanted new PSAs every two months, four (36.4 percent) every three months, one (9 percent) every four months, and one

(9 percent) every six months.

<u>Frequency</u>	<u>Number</u>	<u>Percentage</u>
Every month	3	27.3%
Every 2 months	2	18.3%
Every 3 months	4	36.4%
Every 4 months	1	9.0%
Every 6 months	1	9.0%
Total	11	100.0%

Fig. 10. Frequency of mailings of PSAs requested by Kansas television broadcasters.

The final questions on the data sheet concerned feedback from the radio and television stations to the producing agency on the number of times the announcements were aired each month. Early in the visits to the stations, this researcher ceased recording this information because the public service directors said they did not have enough time to search their program logs for this particular information.

### Conclusions

The survey of station preferences confirmed the findings of the research conducted prior to the personal visits, with two exceptions. The first and most important centered around the feelings of this researcher prior to this visit concerning broadcaster acceptance of the Guard's public service program. This writer believed that Kansas broadcasters would not be particularly receptive to airing Kansas Guard PSAs.

The Doner study in 1973 had indicated broadcasters were not supportive of the Guard's public service endeavors. The majority of station gatekeepers said at that time that the military and Guard should pay for any public service time they request.<sup>22</sup> Even the Toran study in 1977 made references to broadcasters not providing time to the military because of past policies of the defense department.<sup>23</sup>

The visits with Kansas broadcasters clearly showed their attitudes toward the Kansas Army National Guard in 1977 were positive, with 90 percent of the contacted stations saying they would air Kansas Guard public service material. Through conversations, however, the public service directors made it clear that the material had to be either localized or reflective of "Kansas" in its identification. Perhaps the difference between the Doner study in 1973 and this study in 1977 was that in the later survey, assurances were given to the broadcasters that the Kansas Guard would provide localized material. The Doner study had not made a distinction between "national" and "local" orientation to the Guard announcements.

The other finding centered around the formats preferred by both the radio and television broadcasters in the state. The Doner study in 1973 showed a preference for scripts, and then, to a lesser extent, reel-to-reel tape, by the radio broadcasters. The Kansas visits clearly demonstrated a preference for reel-to-reel tapes. The major reason given for the tapes was the ease of preparation for airing. It was

easier for station personnel to transfer a pre-recorded tape to a cartridge than it was for an announcer to record from a script.

Analysis of the information gathered during the visits indicated it was essential to provide localized announcements rather than providing PSAs which were "national" in orientation. Conversations with the station public service directors emphasized the need to mention the local unit's community by name. Localization merely by using the terms "our" and "your" local Guard unit was not acceptable to the PSA directors. The community needed to be mentioned.

Since the most common lengths mentioned by radio broadcasters were the thirty-second and sixty-second announcements, only those two lengths would be included in a pre-recorded package. Scripts, however, would be provided in ten-, twenty-, thirty-and sixty-second lengths. Whenever an alternate length (beside thirty-and sixty-second spots) was requested, it was usually to be in script form. In all, the unit would provide during each recording session thirty- and sixty-second pre-recorded PSAs, and ten-, twenty-, and sixty-second scripts.

Finally, the public affairs detachment would plan on recording announcements on a monthly basis. This would allow distribution to stations which requested mailings every month. Records would be kept to ensure stations received their mailings at the requested intervals.

## Television Distribution Dropped

After all of the data was gathered and analyzed, it was decided that the television public service portion of the campaign would have to be eliminated. There were a number of reasons for that decision. The first was a lack of material which could be localized for television, and the second was the lack of time for television production.

The visits had revealed that half of the television stations would only air 16mm film which was localized for either their area or their community. The other half would accept both videotape or 16mm film. There were a number of thirty-second and sixty-second films made available to the Kansas Guard from the Advertising Support Center; however, due to the way they were formatted, they were not suitable for localization in Kansas.

The filmed PSAs were designed so that the local station could provide a video "tag" by simply superimposing over the last five seconds of the film the name of the local Guard unit and a phone number. Of the eleven television stations in Kansas which were contacted, five were unable to perform that type of tag. Either their method of airing the PSAs or their equipment limitations prohibited them from doing this. This researcher found that in western Kansas, where the television stations are operated on a limited budget, they simply do not have the technical ability to show both a slide

and 16mm film at the same time (which is necessary for superimposition). They can show one or the other, but not both at the same time. Those five stations do not schedule on their log (a daily sheet which details what programs play at what times) specific PSAs at specific times. They leave a blank space by the heading "PSA" and let the control room operator either pick a PSA of his choosing, go down a list of announcements and play what is next in line, or finally play the next PSA which is spliced onto a thirty-minute film reel. In the latter case, the operator simply watches what appears on the screen and writes the name of the sponsoring organization on his log sheet. If such a system is utilized, there is no record kept of the order of PSAs on the master reel and if the station could superimpose a tag slide, they would probably not be able to plan in advance what tag slides go with what films.

The above situation makes localization by the television station difficult, if not impossible. An alternative would have been to have the Kansas Guard produce its own 16mm public service announcements which were reflective of the Kansas Guard. That approach was explored by this writer but abandoned because of the amount of time involved and the funds required for such a venture. A decision had to be made as to which program or programs the 105th Public Information Detachment could successfully involve itself with. It was

decided after analysis of the visitation data that the television portion of the campaign would be abandoned and the radio portion would be attempted.

#### Production of Announcements

The localized radio public service announcements for the campaign were produced by the 105th Public Information Detachment of the Kansas Army National Guard. The detachment had (and still has) the ability to write, produce and distribute the radio material.

Every state National Guard has a public affairs detachment (In November 1977, all public information detachments were changed to public affairs detachments; the mission is the same but the name has changed). All public affairs detachments are comprised of a print section and a radio-TV section. A total of four officers and nine enlisted personnel is authorized for each unit, as well as the equipment essential for it to perform its mission. Among the tasks for a public affairs detachment are: the ability to publish a newspaper or magazine, provide still photographic services, produce news releases about the Guard, engage in 16mm motion picture services and provide audio tape services.

The Kansas public affairs detachment, at the time of the campaign, had Guard members occupying all authorized positions in the radio-TV section. Those individuals, with

the exception of two persons, were not well trained in the area of radio production. This writer, who at the time was the unit's Radio-TV Officer, had extensive professional radio experience. The other individual in the unit with experience in radio-TV was a recent graduate from the Ohio State University mass communications department. The remaining members of the section were in the process of receiving radio production training while attending monthly training assemblies.

The lack of professional experience was not the only difficulty confronting the implementation of the proposed campaign. Even though the unit was authorized sufficient audio production equipment to carry out the task, it was not available through the military supply system. At that time, the only equipment the unit had access to was one Sony 4-track stereo recorder, one twenty year old Webcor half-track monaural recorder, two microphones of reasonable quality, and one pair of headphones. Neither of the tape recorders were of broadcast quality, and without mixing boards and turntables, complex professional quality production could not be accomplished.

The lack of equipment presented a number of problems to this writer in attempting to supply material to Kansas broadcasters which would meet accepted standards of quality. In spite of the lack of professional broadcasters in the unit and the lack of a professional recording studio, a method of production had to be devised to produce professional

quality announcements. To that end, the unit was able to borrow, at the onset of the campaign, two Tandberg portable full-track reel-to-reel recorders and a Shure M-67 microphone mixer. Those two recorders and the mixer, along with the unit's Sony 4-track recorder and good quality microphones, provided electronic equipment capable of producing material with acceptable technical quality, although the content of the spots was limited to simple production techniques.

The Kansas Guard did not have a sound studio to house the equipment and provide an acoustically controlled environment. Past experiences had shown this researcher that a recording studio was not essential if the announcements were constructed with a voice over a musical "bed" or background. It was decided that because of the lack of a sound studio, all public service announcements would have a musical background designed to hide any unwanted background noise which might be present when the actual recording was accomplished. Arrangements were made with a radio station to have the background music transcribed from record to tape for the Guard, since no turntables were available at the unit headquarters.

Two sets of announcements were eventually recorded in an office in the National Guard Armory in Topeka, Kansas. Unit personnel were positioned in a hallway adjoining the office to ensure the noise level was kept to a minimum. A difficulty arose when it was discovered the temporary recording studio was positioned directly above an indoor rifle range.

The announcements were eventually recorded between volleys of gunfire. After careful analysis of the recorded material, it was found the gunfire was completely hidden by the musical "bed." The room had enough sound absorbent material in the ceiling and walls to create a tone quality comparable to a sound booth, provided the announcer was physically quite close to his microphone.

### The Production Schedule

The information gathered from the broadcasters had told the Guard how often the stations wanted to receive new or fresh public service material. Of those on the mailing list, 57.9 percent said they wanted material every month, 21.1 percent said every two months, and 8.8 percent said every three months.

This writer concluded after compiling the results from the visits that it was possible for the public information detachment to produce new spots every month. However, after the second mailing, the unit decided production of material every month was not realistic. The inexperience of the radio-TV section greatly slowed the production pace necessary for monthly distribution, for one thing. For the second, the radio public service campaign was not the only program which the public information detachment was involved in at that time. The unit had the responsibility of producing a monthly

newspaper for the Kansas Guard and at the same time conducting routine tasks such as taking identification photos, producing news releases and doing other normal administrative tasks associated with a National Guard organization.

After consideration of the production situation, it was decided by the unit that it was realistic to attempt production and distribution of the announcements every two months. The first month would consist of planning and writing of the material and the second month would be the actual production and distribution.

#### Localization

The production schedule had been established. The first two mailings had been centered around a month's distribution plan. This writer felt that even though the detachment had secured the equipment and facilities for production, and had a schedule, the most important element of the campaign was the localization of message content. When asked what types of public service announcements were desired, 66.7 percent of the station public service directors had said they wanted messages which reflected the local community or community organizations.

Clearly, the scripts which the W.B. Doner advertising agency had been supplying to radio stations were not meeting this need for localization. The scripts were general in scope

and gave a national toll-free number to call if more information were wanted. The material supplied by the agency usually came in four common lengths: ten-, twenty-, thirty- and sixty-seconds (Figure 11).

In addition to scripts, the agency had occasionally provided pre-recorded tapes. These tapes were also general in theme. They did include production packages which allowed the radio station to record their own voices over the Guard's musical background.

In Kansas the scripts and the pre-recorded tapes were never distributed as intended by the advertising agency. The material was, instead, modified for the public service campaign conducted by the Kansas public information detachment.

During the course of the visits in the summer of 1977, this writer had formulated an approach to the localization and distribution of the Kansas Guard public service material which departed from the suggestions made by the Doner agency advertising handbook. Central to that plan was a specially prepared announcement, or package of announcements, localized for that station's local Kansas National Guard unit. The announcements would not merely include a tag line (added closing statement naming the local Guard unit), but would include the name of the local organization in the main body of the script (Figure 12).

While the entire script was to be reflective of any special considerations in the local community, the message

radio-tv **national**  
**guard** announcement  
The Guard belongs.

LIVE ANNCR: Summer's great, isn't it. Just hanging around  
 (:30) playing games. But sooner or later, you've got  
 to think about what comes next. Well, think about  
 the Army National Guard. Now's the best time of  
 year to join. You can go right into training with  
 no waiting around. And you'll be back before you  
 know it. With a skill -- a good-paying part-time  
 job -- and a head start on the future. Call  
(NAME OF LOCAL RECRUITER) at (LOCAL PHONE NUMBER).  
 Get things moving for yourself, now. In the Army  
 National Guard.

LIVE ANNCR: Summer fun isn't gonna last forever. Get a head  
 (:10) start on your future -- right now -- in the Army  
 National Guard. Call (NAME OF LOCAL RECRUITER)  
 at (LOCAL PHONE NUMBER).

radio-tv **national**  
**guard** announcement  
The Guard belongs.

LIVE ANNCR: Summertime is a great time of year. Sunshine and  
 (:60) just hanging around -- playing games. But sooner  
 or later, you have to think about what you're gonna  
 do when the summer's over. Well, think about the  
 Army National Guard. The end of the summer's the  
 best time to join. Because you can go right into  
 training and advanced technical schools with no  
 waiting around. And you'll be back home before  
 you know it. With a skill -- a part-time job that  
 pays more than fifty bucks a month to start -- and  
 something else, too. A good head start on the future.  
 Before the summer's over, take a minute to think about  
 what's next. Think Army National Guard. For infor-  
 mation and details on what's waiting for you in the  
 Guard, see (NAME OF LOCAL RECRUITER AND ADDRESS) or  
 call (LOCAL PHONE NUMBER). Or call toll-free 800-  
 638-7600. Do it now. You don't want to be left out  
 in the cold when summer's over.

Fig. 11. Sample of scripts sent to Kansas  
 by Guard advertising agency.



LENGTH: :30 (w/ :27 live copy)

MUSIC: INSTRUMENTAL UP THEN UNDER....

ANCHOR: Get ahead with a great part-time job in the Kansas National Guard in (city). You'll get expert training in fields like electronics and engineering. And instead of paying a big school tuition bill, the Kansas National Guard will pay you to learn. For the most important part-time job in America... visit or call the (city) National Guard and Get Your Guard Up!

MUSIC: INSTRUMENTAL UP AND OUT.

5/7/78  
Production  
Copy



LENGTH: :60 (w/ :31 live copy)

5/7/78  
Production  
Copy

MUSIC

LYRIC: Get your Guard up. Get your Guard up.

We got a lot to do ...

Get your Guard up. Get your Guard up.

Help somebody and help yourself, too --

Get your Guard up.

ANCHOR: Help yourself with a great part-time job in the Kansas National Guard in (city). You'll get expert training in electronics, mechanical maintenance and communications. And while you learn you'll earn extra money as part of the best part time job in America. That's what the Kansas National Guard can offer you. Start your career our right....With the most important part-time job in America. Visit or call the (city) National Guard soon... And get your Guard up!

LYRIC: Get your Guard up. Get your Guard up.



LIVE COPY

10 SECONDS

THEME: HELPING YOUR COMMUNITY

ANCHOR: Did you know that as a member of the Kansas National Guard you'll have the training and equipment to aid our community when it really needs you? For more information, call or visit the armory in \_\_\_\_\_.



LIVE COPY

30 SECONDS

THEME: HELPING YOUR COMMUNITY

ANCHOR: You can be of service to our community by becoming a member of the Kansas National Guard. In addition to earning good pay, you'll receive technical training in one of many different job skills which will help you to become a valuable member of our community. When a natural disaster strikes, your training will enable you to assist our friends and neighbors in time of need. Also, you may get involved in community projects such as working with youth and senior citizens groups, and other local organizations. Help your neighborhood and yourself with the Kansas National Guard. For more information, call or visit the armory in \_\_\_\_\_, and take an active part in our community.

Fig. 12. Sample of scripts sent to Kansas broadcasters.

content would parallel closely the general theme currently being exploited by the W.B. Doner & Company advertising agency in their national campaigns. As was mentioned earlier, the announcements produced by this writer were designed so that they could be easily localized. Simplification of the scripting and recording meant that a general "Kansas" script was written, with blanks left for the insertion of specific information about the local community. All announcements had a jingle or musical bed (background music with or without singing) with the announcer's voice clearly heard. There were a number of reasons for this particular approach to production of the Guard public service announcements. The music or National Guard jingle made the total sound of the announcement stand out when aired with other commercials or public service material. The spirited music increased the pace of the spot or announcement. The music also masked the imperfections in the recording room acoustics and covered up the sound of the indoor rifle range located beneath the makeshift recording studio. Finally, since each announcement was recorded individually, the music helped pace the announcer in his delivery of the copy or script.

### Packaging

Earlier studies concerning public service campaigns had covered packaging of the public service material. Michael Goodstadt and Reena Kronitz said stations told them a good way

to get the attention of the station gatekeeper was to package the PSAs in a unique way.<sup>24</sup>

The public affairs detachment decided to distribute the pre-recorded tapes in inexpensive boxes which had a specially prepared label pasted to the outside cover (Figure 13). The label contained a distinctive "Kansas National Guard Announcement" logo. Included was the identification of the producing agency with its Topeka, Kansas mailing address, followed by the theme of the spots, and the name of the community or communities they were localized for. Empty five-inch reels, in boxes, were purchased and the tape came from a master seven inch reel which was spooled onto the small distribution reels.

Each pre-recorded tape and script included a letter from this writer (identified as the Media Coordinator for the Kansas National Guard) stating the purpose of the announcement (Figure 14). Included in the body of the letter was a statement that if the broadcasters had any questions they could contact the Media Coordinator at a business phone listed on the letter.

The first mailing of material included a letter which mentioned that the months of August and September, 1977 were critical for the Kansas Guard in terms of enlistments and funding. As the campaign progressed, other letters explained the rationale for the Guard's public service campaign as of the time of that mailing.

**Kansas**   
**announcement**

105TH PUBLIC AFFAIRS DETACHMENT

2722 TOPEKA AVE.

TOPEKA, KANSAS 66611

"HELPING YOUR COMMUNITY"

LOCALIZED FOR THE FOLLOWING COMMUNITIES:

Fig. 13. Sample of specially prepared box label.

# Kansas announcement

The Guard belongs.

August 1, 1977

Dear Broadcaster:

I recently contacted you and expressed the desire of the Kansas National Guard to have some public service announcements aired over your station. You indicated that you and your station would help your local Guard unit.

Enclosed are some pre-recorded localized announcements which we would like you to program into your schedule.

As I had indicated to you, the months of August and September are critical ones for the Kansas National Guard. It is essential that we increase the strength of the Army and Air Guard in the State. We have been warned that failure to do so could mean the demise of some of the smaller Kansas units. We therefore need your help.

If you have any questions concerning these announcements, please feel free to call me. My number at Kansas State University is 913-532-5696. My home phone number in Manhattan is 913-539-3137.

Sincerely,

Cpt. Ron Frank  
Media Representative

Fig. 14. Sample of cover letter sent with announcements.

The announcements were sent to each station from Topeka, Kansas. During the visits with stations, they had been asked if they would accept the localized material through the mail rather than having it delivered personally from the local Guard unit. No stations had declined.

Prior to the visits, representatives of the Doner agency advised this researcher that it was important for local representatives to hand-deliver the public service material. That mode of distribution was considered for this campaign, but was rejected because of less than satisfactory experiences with local Guard representatives. During an earlier radio public service mailing in 1973, a number of announcements had been sent to local representatives rather than being mailed directly to the stations. In a number of cases, the recorded spots were not delivered as instructed. To prevent repetition, and because Kansas broadcasters said the PSAs could be mailed directly, the tapes were sent to the public service director by name when known or to "public service director."

#### Campaign Mailings

##### August 1977

The first group of announcements mailed to Kansas radio stations were personally recorded by this writer toward the end of the visitation and survey period. The detachment was

not involved in this initial session because of the need to get material in the hands of the broadcasters as soon as possible for the "Get Your Guard Up!" campaign which had just begun nationally. The detachment would not have been able to produce PSAs until a month into the national push for enlistments. Enough information had been gathered by the first week in August, 1977, to mail the required material to each radio station in Kansas.

That first package of announcements was recorded by the Kansas Guard August 3, 1977 with the theme "Get Your Guard Up!." The theme coincided with the national campaign slogan of the time. Just prior to the Kansas Guard's recording session, the W.B. Doner agency had distributed pre-recorded tapes of PSAs to each state for statewide distribution by Guard personal. The PSAs featured two national sports figures talking about the Guard and why eligible individuals should join. The package featured two thirty-second and two sixty-second messages in both a disco format and a country and western format. The agency intended each state's Recruiting and Retention Manager to forward the pre-recorded national packages to each station in their state. Each tape had affixed to its box a label containing the address of the intended station.

In Kansas, those tapes from the agency were not distributed to the radio stations in the state. Because of the decision in Kansas to localize all spots and produce them in

the desired formats, they were "bulk" erased and localized material was re-recorded in its place by this writer. Two of the thirty-second national personality spots were retained, however, and re-recorded at the end of the new localized material. This researcher felt that the agency had done a good job of making national, general announcements, and in light of that effort they should be retained, but that they should appear after the localized material. Insufficient feedback was obtained from that first mailing to determine if the national announcements were ever utilized by the stations.

The agency did provide Kansas with a copy of the production tape used in putting together the national "Get Your Guard Up!" spots. A production tape consists of the musical bed or singing jingle used as a background for the announcers. This writer used that background material and provided localized copy over it. When completed, the first package consisted of two thirty-second and one sixty-second localized announcement, plus the two thirty-second personality spots provided by the W.B. Doner agency. When a station indicated a preference for a certain length of announcement, that was what was provided. That tailoring was accomplished because each tape was individually recorded for a particular station.

The finished tapes were distributed to sixty AM and FM stations. When drawing up a mailing list of stations, each transmitting facility was counted as a separate station even

though some operations included both an AM and FM station and shared the same public service director. They were counted separately because each programmed to a different audience even though they were both in the same geographic area.

### September 1977

The second mailing occurred September 15, 1977, and was distributed to stations that had requested fresh material every month. This package was the first to be recorded by the radio-TV section of the 105th Public Information Detachment in Topeka, Kansas. The first mailing had been recorded alone, in facilities provided by one of the radio stations at Kansas State University. The equipment utilized in the second production session included the two portable Tandberg reel-to-reel full-track recorders, the Sony 4-track playback unit, the Shure M-67 microphone mixer and one of the unit's public address microphones. Two full-track recorders were used so that in markets where five or six duplicates of the same tape were needed (eg. Topeka and Wichita), it would only take half as much time to record the needed tapes with two recorders rather than one. The Sony recorder was always utilized as a playback machine since its head configuration would allow it to play back a full-track tape with the same quality as a full-track machine.

A master seven-inch reel was recorded for the first time. All public service announcements were first recorded on the master reel and distribution copies were then made from the master. It was felt that by using a master reel, any campaign could be reissued at a later date if it were not possible to record new material. From the second mailing on, the master reel concept was standard procedure for the recording of Guard announcements.

The theme of the second mailing, "The Guard Belongs," had been a nationally-produced package two years earlier. The announcements consisted of a jingle with a "donut" (a space in the middle of the singing in which the message can be inserted) filled with the localized Kansas message. The total package that month included three thirty-second and one sixty-second announcements. Only those lengths requested were sent to each station. All announcements were localized as before.

The same procedure was utilized in this second mailing as had been used with the first. Personalized letters were included with the tapes and special labels were duplicated, containing all essential information about the messages. The packages were sent to thirty-nine AM and FM stations. Those were the stations which wanted new material every month.

November 1977

Mailing number three was sent to the state's broadcasters on November 15, 1977. Prior to the production of this package, the public affairs detachment had decided to modify the distribution schedule to an every-other month basis. This writer felt that even though the majority of stations desired fresh material every month, many of them would probably play the Guard PSAs into the following month, since no outdate was visible on the tape boxes. That observation was not based on any documentation from the station gatekeepers, however.

The theme of the third mailing was "Keep Your Training and Standard of Living Up." Lengths produced included two thirty-second and one sixty-second announcements and, as with the previous mailing, only the lengths requested by the stations were actually sent. The rest of the package followed the procedures previously established. The tapes were recorded in the Topeka National Guard Armory and were sent to fifty-four AM and FM stations. No scripts were sent in that mailing, which accounted for the lower number of stations in that distribution. The scripts were not mailed because of internal difficulties in the radio-TV section of the unit.

The producing unit entered a period of conflict and confusion in the early months of 1978. The 105th Public Affairs Detachment physically moved to new facilities in the Topeka area. All unit members were involved in the move and

a number of projects were severely disrupted including the radio announcement program.

#### February 1978

The fourth recording session was not held until the first weekend in February, 1979, and the tapes were mailed February 15th of that month. A major decision was made that month concerning the production facilities which had been utilized during the previous two mailings. After the third mailing was completed, several of the tapes were checked for quality. The borrowed Tandberg recorders, which were the mastering machines, exhibited a small amount of distortion which increased significantly when the unit operators were lax in controlling levels. An arrangement was made with Kansas State University (site of the first recordings) to use two small recording rooms which were equipped with two Ampex full-track recorders and a microphone. One recorder was used for playing back the background music, the other recorder for making the master tape. The sound mixing was accomplished by using the line and microphone gain controls on the recorder. Using this arrangement, the sound quality of the announcements did not significantly increase, but the distortion problem was eliminated due to the characteristics of the Ampex recorders. Their recording levels were not as critical as the portable Tandberg recorders.

The recording process was quickened under the new recording procedure because the detachment now had two recording facilities rather than a single one. As before, a master

reel was produced and as soon as the seven inch reel was full, it was taken to the second production room for duplication of the distribution copies.

The theme of the February, 1978 mailing was "Helping Your Community." It included two thirty-second and one sixty-second public service announcement and was sent to fifty AM and FM radio stations in Kansas.

#### May 1978

The fifth distribution was made on May 15, 1978 to sixty-two AM and FM stations. The number increased because written scripts were again being provided to stations requesting them. Two more stations were added to the list after contacts were made with them.

The theme "Get Your Guard Up!" was utilized again, since it had not been heard since the previous November. The theme contained a catchy jingle and was of sufficient quality to allow its repeat. Only the jingle was utilized, with new copy prepared for the announcer. The established policy of including the cover letter, the specially-prepared labels for the boxes, and the inclusion of scripts when requested was followed again in that distribution.

#### August 1978

The final distribution in the first twelve months of the campaign was made the first week in August, 1978. A deviation

was made in the method of production. Severe conflicts in the unit schedule did not permit the recording of new material. An older master reel was reused and distribution copies were made of it and sent to the stations. The original tapes had been made in September, 1977, but the theme of "The Guard Belongs" was judged to be still relevant and yet old enough to have been forgotten. The duplication was performed in Topeka using the unit's Sony consumer-type playback machine and one Tandberg portable recorder which was borrowed for the weekend. Special precautions were taken to ensure minimal distortion with the critical record circuits in the Tandberg unit.

In that final mailing for the first year, two thirty-second and one sixty-second messages were recorded and scripts were again prepared for the stations requesting them. Packages were sent to sixty-two AM and FM stations.

## FOOTNOTES, CHAPTER II

<sup>1</sup>Erik Barnouw, The Sponsor, (New York: Oxford University Press, 1978) p.40.

<sup>2</sup>Federal Communications Commission, Broadcast Application Form, November 1974, Sec. IV-A, p.8.

<sup>3</sup>David L. Paletz, Roberta E. Pearson, and Donald L. Willis, Politics in Public Service Advertising on Television, (New York: Praeger Pub., 1977) p.33.

<sup>4</sup>Federal Radio Commission, Annual Report, 1929, p.32.

<sup>5</sup>Federal Communications Commission, 27th Annual Report, Fiscal Year 1961, p.37.

<sup>6</sup>Paletz, Pearson, and Willis, Politics in Public Service Advertising, p.34-35.

<sup>7</sup>Broadcasting, March 15, 1971, p.34.

<sup>8</sup>"\$71,000,000 for Volunteers," Media Decisions, (October 1976) p.67.

<sup>9</sup>Broadcasting, September 27, 1971, p.34.

<sup>10</sup>KAB Newsletter, October 1972, p.4.

<sup>11</sup>Albert G. Salter, "Public Service Advertising -vs- Paid Broadcast Media: Which Provides the National Guard Greater Program Benefits?," a position statement for the National Guard Bureau by the W.B. Doner & Company advertising agency, (December 20, 1974) p.1.

<sup>12</sup>Donald Erickson, "Broadcaster Acceptance of Wisconsin National Guard Public Service Advertising, Spring 1977," a survey conducted by the Wisconsin National Guard, Madison, Wisconsin, (Spring 1977).

<sup>13</sup>Certificate of Appreciation presented to Second Lieutenant Ron Frank for action during the period of 2 December 1973 through January 1974.

<sup>14</sup>The Five Year Program was designed for the years 1977 - 1981. Its goal is the complete acceptance of Guard principles and service. Year 1 (FY77) promoted "The Guard of Opportunity," Year 2 (FY78) "The Different Guards," Year 3 (FY79) "The All-Volunteer Guard," Year 4 (FY80) "One-on-One (Every Guardsman a Recruiter)," and Year 5 (FY81) "The Corporate Awareness Program."

<sup>15</sup>After-action report to Colonel Mike Sarras, Recruiting and Retention Manager for Kansas, on visit to National Guard Advertising Support Center. p.3.

<sup>16</sup>W.B. Doner & Company, "National Guard Bureau National Advertising Policy," a paper prepared for the National Guard Bureau outlining the advertising program for 1977, (1977) pages unnumbered.

<sup>17</sup>Ibid., pages unnumbered.

<sup>18</sup>Phone interview with Leland Estes, advertising executive N.W. Ayer, New York, May 11, 1977.

<sup>19</sup>Vincent T. Wasilewski letter to W.B. Doner & Company, October 10, 1973.

<sup>20</sup>Phone conversation with Jesse Prisock, May 1977.

<sup>21</sup>Doner agency, "Attitudes of Broadcasters Toward Public Service Advertising," p.23.

<sup>22</sup>Ibid, p.2.

<sup>23</sup>Toran, "Guideposts for Radio PSAs," p.22.

<sup>24</sup>Goodstadt and Kronitz, "Public Service Radio Development and Evolution of a Campaign," p.159.

### CHAPTER III

#### PUBLIC SERVICE ADVERTISING USAGE BY KANSAS BROADCASTERS

During the data gathering portion of the visits to the station public service directors in the summer of 1977, this writer determined that the broadcasters were reluctant to provide written documentation of the number of Kansas Guard public service announcements aired. It is common practice for national organizations to enclose mail-back cards with their public service material, with the request that the station PSA director supply information pertaining to when - and how often - their PSAs were aired by that station. The past experience of this researcher as a radio program director and public service director had shown that many stations pay little attention to those requests, because of the amount of time necessary to compile the information.

#### March 1978 Survey

During March, 1978, this writer decided that there needed to be some information available on whether or not the Guard PSAs were actually being received by the stations, if they were being used, and what the broadcasters' reaction to their quality was.

In early March, 1978, the detachment telephoned thirty-nine of the forty-five stations which were then receiving public service material from the Kansas Guard. As was mentioned in Chapter II, it was found that stations which were a combination AM-FM usually had the same public service director, hence the lower number of stations attempted as compared with the total number of stations receiving Guard PSAs. Due to time limitations, not all of the stations were contacted. All were attempted but not all of the calls were completed.

The person requested in each phone call was the station's public service director, and, if unavailable, the station manager. A check-list was prepared for use as a guide in asking questions pertaining to the usage of the material. As was mentioned, the phone calls were not meant to be an accurate analysis of each station's usage of the Guard's PSAs; rather, feedback on usage, attitudes, and possible book-keeping problems were sought. The results, in the estimation of this writer, were positive.

Of the stations contacted (thirty-nine out of forty-five), twenty-nine (74.4 percent) said they were receiving the material and, on the whole, wanted more PSAs sent to them as the campaign progressed.

	Number	Percentage
Receiving and using	29	74.36%
No record of receiving	8	20.51%
No longer want Guard PSAs	2	5.13%
Total	39	100.0%

Fig. 15. Usage of Kansas Guard PSAs by Kansas radio broadcasters as reported in March 1978, telephone survey.

When asked how many announcements they aired in a single week, the average number of plays by all of the stations came to 12.28 per week. Estimates from the station public service directors ranged from two per week at one station to twenty-one to twenty-five per week at another.

Plays/week	Number	Percentage
0-7	4	14.28%
8-14	18	64.28%
15-21	5	17.85%
22-up	1	3.59%

Fig. 16. Average number of plays per week of Kansas Guard PSAs as reported in March 1978, telephone survey.

When asked for comments on the announcements, the reactions included: "Keep them coming - very satisfied - the more localized the better - localizing great," and "can use them, keep them coming."

---

Keep them coming.	The more localized the better.
We are using yours plus some locally produced PSAs.	Running very well, they're appreciated.
Keep them coming, locals-very good.	Need more attractive variety.
Very satisfied.	We can use them.
Quite Good!	We like them.
Also have PSAs coming from local unit.	Keep the quality up!
Good enough.	They're good.
Shows good effort.	Localizing great.
Doing good job.	Tapes sound good.
Make as local as possible	Well organized.

---

Fig. 17. Comments to Guard PSAs as reported in March 1978, telephone survey.

Responses not of a positive nature were recorded by ten (25.6 percent) of the twenty-nine stations. Only two of those operations said they did not want to receive any more material because of new policies against military PSAs. The others gave answers reflective of poor book keeping on the part of the 105th Public Affairs Detachment. The common answers were "not receiving," and "send them and we'll use them." All of the stations who said they had not received any of the previous mailings said they would air the material if it were sent to them.

For its intended purpose, the telephone survey did prove useful. It provided the Kansas Guard administrators with an indication that the program by the 105th Public Affairs Detachment and the Recruiting and Retention Office was achieving

some acceptance by Kansas broadcasters. The shortcoming of this type of documentation is the fact that all responses were given without checking the program logs for exact number of plays. All responses were given from memory, and in some cases (later revealed during follow-up interviews), answers were inflated in order to impress the questioning party.

### December 1978 Survey

In order to overcome the problems of a verbal, recall-response telephone survey, a second written survey was conducted. During December, 1978, this researcher sent letters to fifteen randomly-selected stations across Kansas, representing small, medium and large markets, asking them to check their logs to determine whether or not they had aired Kansas Guard public service announcements on any of seven specific dates. The reason for this search was to gather written data from the station's records in order to discover the approximate number of weekly airings of Guard PSAs in the first year of the campaign.

Seven days were randomly chosen (months pulled out of one box followed by a date from a second box) to make up the sample of days in the first year. The sampled period actually covered the time from September 1977 through August 1978, rather than starting in August 1977. It was reasoned that since distribution of the material was first made in August, there might have

been a delay in getting the Guard's PSAs programmed into the station's schedule. All stations airing the Guard's spots should have had them included in their schedule by the first of September, 1977.

Of the fifteen stations, fourteen responded to the original request. The average number of plays for those seven days selected from the campaign came to 0.57 plays per station per day or 4.0 plays per station per week. Of that figure, the medium-size markets aired Guard PSAs twenty-eight times for an average of .86 plays per station per day or 6.0 per station per week. The small-market stations (of which four stations responded) aired fifteen announcements in the seven day sample for an average of 0.54 plays per station per day or 3.75 per week, and the large-market stations aired eleven PSAs for an average of 0.31 per day or 2.2 per week.

There were 4.0 plays per station per week in the same period of the campaign. That figure is based on the responses from the fourteen stations for the seven randomly selected days from the campaign year.

Stations Responding	Number Aired	Average Per Day
(Small)		
KQNK	7	1.00
KKAN	2	0.29
KRSL	0	0.00
KXXX	6	0.86
(Medium)		
KJCK	4	0.57
KVGB	13	1.86
KGGF	9	1.20
KIUL	2	0.29
KMAN	2	0.29
(Large)		
WIBW	7	1.0
KAKE	0	0.00
KFH	1	0.14
WREN	2	0.29
KSGL	1	0.14

Fig. 18. Number of plays reported during the seven selected days by Kansas radio broadcasters for the December 1978 written survey.

#### April 1979 Survey

Although the number of plays per week in Kansas may seem few, it should be remembered that this campaign - as all National Guard campaigns - depended entirely on scarce public service time. More importantly, the overall figures (and the

ones for the groups of stations in the three market sizes) become more meaningful when compared to the results from another state.

As mentioned earlier, Wisconsin was one of the fourteen states recognized by the Doner agency as having an organized ongoing radio PSA program. However, by the time this writer began conducting the Kansas surveys reported above, Wisconsin's efforts to produce spots with statewide appeal had been discontinued. During the Kansas survey period, Wisconsin was one of the states which - consistent with the suggestions in the Advertising and Retention Handbook - merely passed along the nationally-produced agency PSAs with a request that local tags be added by the broadcasters.

How much play did the nationally produced PSAs get in Wisconsin during the sample week? To answer this question, this writer placed telephone calls to fifteen radio stations in Wisconsin during the first week of April, 1979. The public affairs officer for the Wisconsin Guard was contacted, and he provided a list of stations which he felt were representative of the three sizes of markets. Those stations were then contacted by this writer (by phone) and asked to check their radio logs to determine the number of airings of Wisconsin National Guard public service announcements on the same seven dates as the December, 1978 Kansas survey.

All fifteen station agreed to supply information; however, two did not provide and data to this researcher. The average

number of plays per day per station for those same seven days randomly selected from that twelve month period came to 0.2. That averages to 1.6 plays per week per station. Of the thirteen stations which supplied information, only three stations reported airings of the Wisconsin Guard PSAs as compared to twelve Kansas stations which reported airing Guard announcements.

Stations Responding	Number Aired	Average Per Day
(Small)		
WEVR	0	0.00
WOBT	9	1.30
WEKZ	0	0.00
WATK	0	0.00
KFIZ	0	0.00
(Medium)		
WEAQ	5	0.71
WAGO	0	0.00
WAWH	0	0.00
(Large)		
WTMJ	0	0.00
WAPL	0	0.00
WIBU	7	1.00
WIZM	0	0.00
WNOV	0	0.00

Fig. 19. Number of plays reported during the seven selected days by Wisconsin radio broadcasters for the April, 1979 survey.

During the period of time from which the seven selected days came, the Wisconsin National Guard was not producing its own public service material with its own resources. Previous to August, 1977, the Wisconsin Guard had produced material which was written to be reflective of that state

and its particular programs. Two statewide mailings of "national" agency material were made during August, 1977 and August, 1978. The pre-recorded tapes were sent to the state in bulk and then either mailed or hand-delivered to all of the radio stations in Wisconsin. They were not modified to reflect the state or the local community. If such modification was accomplished, it was done at the radio station by station personnel.

	Wisconsin	Kansas
Stations Reporting	13.0	14.0
Number of Airings	21.0	56.0
Number of Stations Airing PSAs	3.0	12.0
Average Number of Plays Per Station Per Week	1.6	4.0
Average Number of Plays Per Station Per Day	0.2	0.57

Fig. 20. Comparison between Kansas December 1978 survey and Wisconsin April 1979 survey.

As can be seen, the results obtained from the two states for the same identical period of time are substantially different.

## CHAPTER IV

### SUMMARY AND DISCUSSION

The Kansas Army National Guard's entry into the production and distribution of public service material to Kansas radio broadcasters has been successful. This final chapter will briefly reiterate the strong points of the campaign and cover areas which could possibly generate new research.

Consistent with good public relations and advertising, the Kansas Guard conducted extensive research into the needs of Kansas broadcasters in order to ensure maximum exposure of the Guard's messages. The results of the research were analyzed and a scheme was developed for the production and distribution of professional quality material designed for the local community.

The comparison between the media activities of the Wisconsin Guard from August, 1977 through August, 1978, and the media activity of the Kansas Guard during the same period, does show that an organized media campaign which emphasizes localism and meets the specific needs of broadcasters can provide increased state-wide exposure from limited resources. A distinctive feature of the Kansas effort is that the campaign did not entail a huge organization for data gathering, script

writing, recording of announcements, distribution and follow-ups. The entire project was accomplished during weekend training assemblies, with limited equipment and few professional personnel. Conversations with the thirteen states (identified by the Doner agency as being involved in some form of an organized campaign which produces material reflective of its particular state) pointed out that Kansas was the only state attempting its own production and distribution without a full-time person to coordinate activities during the week. Only one other state, Oklahoma, was localizing its material for every Guard organization in every community. They did have the benefit of a full-time staff position and their own fully-equipped recording studio.

Equipment is important to the production of any radio material. As was demonstrated in Chapter II, the 105th Public Affairs Detachment was able to produce quality material with the absolute minimum of equipment. That is not an ideal situation. It can be done with two tape recorders and one microphone but the task is much simpler if adequate equipment is available for the broadcast section of the detachment. Toward the end of the first year of the campaign, the PSAs were produced at a university facility. Even though the Kansas Guard was utilizing professional equipment, it was located sixty miles from the unit's home armory. With limited time available during a weekend training period, the travel

time created problems. The solution for the Kansas unit is to procure its own recording facility. So far, that has not happened.

A major point made in the Doner agency's "Advertising and Retention Handbook" concerns the importance of Guard public service announcements being hand-delivered to the stations rather than being sent through the mail. The Kansas campaign departed from that approach and mailed the material, apparently with no ill effects. It is possible, however, that this writer's broadcast experiences and personal acquaintances may have had a bearing in establishing initial contacts with Kansas broadcasters during the summer visits in 1977. Only this researcher contacted the Kansas broadcasters; perhaps the rapport that was established with the Kansas station could have been altered if a less knowledgeable individual had made the contacts.

An analysis of the randomly selected dates utilized by both the Kansas and Wisconsin broadcasters provides some interesting results. It will be recalled that during the visitation period by this researcher in the Summer of 1977, a question was asked of the radio public service directors concerning the frequency of distribution of PSAs from the Guard to the stations. New PSAs every month were requested by 57.9 percent, 21.1 percent said every two months and 8.7 percent said every three months. Station personnel said

they usually had a practice of removing public service announcements at regular intervals which paralleled the above figures. The randomly selected dates, however, occurred in some cases more than three months after the last mailing of Kansas PSAs (the actual mailing dates and the requested sample dates are shown in Figure 21). A set of randomly-selected dates which might have fallen closer to the mailing dates could be presumed to have shown even greater responses.

Ks Guard Mailing Dates	Requested Dates in Sample	Comments
August 3, 1977	September 10, 1977	1 month after Aug. mailing. too soon for Sep. mailing.
September 15, 77	October 25, 1977	1½ months after Sep. mailing
November 15, 77	November 8, 1977	2 months after Sep. mailing, too soon for Nov. mailing.
	January 24, 1978	2½ months after Nov. mailing.
February 15, 78		
May 15, 78	May 17, 1978	Probably too soon for May mailing and 3 months after February mailing.
	July 31, 1978	2 months after May mailing.
August 7, 78	August 24, 1978	½ month after August mailing.

Fig. 21. Comparison of the seven randomly selected dates -vs- the actual campaign mailing dates.

A further check of the actual break-down of figures for each station indicates that once a station received Kansas Guard PSA material, it appeared that it was retained until

new announcements arrived at the station. The figures also indicate that there may have been a trend toward greater utilization of the Guard PSAs after a couple of mailings had been made to the stations. The December survey responses reflect greater utilization after the second mailing.

The responses to the April, 1979, Wisconsin survey, although not showing as many airings as the Kansas survey, are reflective of only two statewide announcement mailings. The first occurred during August, 1977 and the second during August, 1978. The Kansas campaign, however, had six mailings during the same period. The increased mailings were the result of a decision by this writer and the Kansas Guard to do more than the minimal method of simply acting as a conduit for the "national" material.

The December 1978 survey based its results on the official logs of the questioned stations. The March, 1978, survey had sought information from the station program directors without any regard to what was actually recorded in the logs. Since station personnel were asked to give, over the phone, an estimate of number of plays per week of Kansas Guard announcements, the responses appear to have been greatly overestimated. Several station told the interviewer they aired at least one spot a day; however there was no record of them airing Guard PSAs during any of the seven selected dates in the December survey. It appears that when public service organizations seek play information, careful consideration should be given,

before attempting a "recall" survey such as that conducted by the Kansas Guard during March, 1978.

The Kansas campaign has not remained static in its goals and in its methods of implementation. A review of the progress of the first twelve months has shown that the time table for delivery of new material was not followed as closely as was originally planned. Rather than producing new PSAs every month, the first year actually ended with new material being distributed every two to three months. A problem that can be encountered when production and planning is only conducted during weekend training assemblies, is the tendency to become involved in other "more urgent" projects and not adhere to a strict time schedule. Since the end of the first year, the Guard PSAs have been distributed with regularity every two months. A commitment was made by the unit and the material has been regularly distributed.

Whether or not the campaign actually increased enlistments into the Kansas Guard is unknown at this time. The mechanism for providing that data has not been created, nor is it even contemplated by the Kansas Guard. It is a fact that the messages of the Kansas Army National Guard are heard state-wide and on a continuous basis. Perhaps an area of future study would be to determine, from enlistees into the Guard, if the Kansas Guard public service announcements had an effect on their decision to join.

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DEVELOPMENT AND IMPLEMENTATION  
OF A STATE-WIDE LOCALIZED PUBLIC SERVICE CAMPAIGN  
FOR THE KANSAS ARMY NATIONAL GUARD

A CASE STUDY

By

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B.A. Fort Hays Kansas State College, 1972

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AN ABSTRACT OF A MASTER'S THESIS

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The American armed forces are in the advertising business. With the all-volunteer army concept having replaced military conscription, each service branch finds itself competing to attract a limited pool of men and women.

In 1976, Congress lifted a long-standing ban it had imposed on the purchase of broadcast advertising by the military establishment. All of the services, with the exception of the National Guard began purchasing time. The Guard, however, declined to purchase time because of a long-standing policy which limited electronic media exposure to public service time.

The Kansas Army National Guard, feeling the effects of declining enlistments, engaged in an extensive, systematic distribution of localized, pre-recorded radio announcements to Kansas broadcasters in August, 1977. The project was conceived, with a great deal of apprehension, by this writer because broadcasters, in the early 1970s, were reluctant to grant public service exposure to the armed forces due to buying policies which excluded the broadcast media.

At the time this project began, fourteen of the fifty-three National Guard organizations in the nation were involved in an organized broadcast media campaign utilizing original material produced in their state, for their state by a Guard unit. Of those fourteen, Kansas alone conducted its project without the aid of a full-time staff person to coordinate details during the week.

Prior to any production and distribution of material, this writer spent twenty days engaged in personal visits with the public service directors of the Kansas broadcast media. The visits were conducted in order to determine the attitudes of Kansas broadcasters toward the Kansas Guard and to find out what they wanted for public service material.

This researcher learned that Kansas broadcasters were willing to air Kansas National Guard public service announcements provided they were in the format (tape or script), length, and frequency of distribution desired by the receiving station. Most importantly, the announcements had to be localized for the broadcaster's community. "National" oriented announcements were not wanted because they were not reflective of the local area.

After the data from the Kansas broadcasters was analyzed, the Guard looked to one of its organic units for the production and distribution of the announcements - the 105th Public Affairs Detachment. The unit, which is authorized radio specialists, was able to borrow enough radio production equipment to construct a simple recording studio in their armory and produce broadcast quality material during weekend training assemblies. Special packaging was developed and the spots were sent to the radio stations on a regular basis.

Two followup surveys were conducted. The first was seven months into the campaign and the second was nine months later. The first one telephoned the broadcasters receiving the

material and found they were generally pleased with the quality and wanted the mailings to continue. The second survey, collected data from the station's program logs. Seven days were selected from the first twelve months of the campaign. The average number of plays for those seven days came to 4.0 plays per week per station in Kansas.

A comparison was made between the Kansas campaign, which involved the production and distribution of localized PSAs on a regular basis, with a state which at that time was not producing its own material. The Wisconsin Guard was acting as a conduit for material which was produced at the national level. During the twelve month period from which the seven day sample was taken, that state was doing the suggested minimum in its electronic media public service advertising. A situation common with the majority of states at that time. Of thirteen stations supplying information, only three reported airing Wisconsin Guard PSAs for an overall average of 1.6 plays per week per station. In Kansas twelve of fourteen reporting stations said they had aired Kansas Guard PSAs sometime during the sampled dates.

The Kansas Guard public service announcements campaign had shown that even though the Kansas Guard was viewed with disfavor because of its association with the active Army and its media policies, success was obtained because the Guard's public service announcements were designed to meet the needs of individual Kansas radio stations.